

CHAPTER ONE

THE RESERVE COMPONENTS IN THE NATIONAL MILITARY STRATEGY

A New Strategy for a New World

The end of the Cold War has fundamentally altered America's security imperatives and the central security challenge of the past -- the threat of communist expansion -- is gone. It was this threat that shaped American defense decision making for over four and a half decades and determined the strategy and tactics, doctrine, size and shape of forces, design of weapons and size of defense budgets. Today the dangers which our nation faces around the globe are more diverse. Ethnic conflict is spreading and rogue states pose a serious danger to regional stability in many corners of the globe. The proliferation of nuclear weapons and other weapons of mass destruction represent a serious challenge to our security. There also remain substantial threats to democratization and reform in the states of the former Soviet Union. Finally, large scale environmental degradation, exacerbated by rapid population growth, poses significant threats to political stability in many countries and regions.

This is a period of great promise, but also great uncertainty. The United States stands as the world's preeminent power. The concept of **freedom**, America's core value, has served as an inspiration and is gaining ground around the globe. Hundreds of millions of people have liberated themselves from communism, dictatorship or apartheid. Many of our former adversaries now cooperate with us in diplomacy and global problem solving. The expansion and

transformation of the world economy is expanding commerce, culture and world politics and promises even greater prosperity for America. These revolutionary changes in our security environment have caused a fundamental reexamination of our national security strategy and a restructuring of our Armed Forces.

In 1995, President Clinton presented a new national **security** strategy entitled "A National Security Strategy of Engagement and **Enlargement**." The strategy is based on enlarging the community of market democracies while deterring and containing a range of threats to our nation, our allies and our interests. The three central tenants of this new strategy include enhancing our security by maintaining a strong defense capability and promoting cooperative security measures, working to open foreign markets and spurring global economic growth, and promoting democracy abroad.

Much of the work upon which this new strategy is based was conducted as part of the Secretary of Defense's 1993 report entitled "Bottom-Up Review." This was a comprehensive review of the nation's defense strategy, force structure, **moderni-**zation, infrastructure and foundations. It was based on the fundamental assessment that the U.S. must field forces that are capable, in concert with its allies, of fighting and winning two major regional conflicts (**MRCs**) that occur nearly simultaneously. By sizing our forces to fight and win two major regional conflicts, our nation will also be prepared against the possibility that a

future adversary might one day confront us with a larger-than-expected threat. In addition to the **warfighting** capability of our forces in regional conflicts, the new strategy emphasizes the need for strong capabilities to conduct smaller scale intervention operations like peace enforcement, peacekeeping, humanitarian assistance and disaster relief to further support U.S. interests and objectives.

The Total Force Policy -- Twenty-five Years of Partnership in National Defense

In August 1970, Secretary of Defense Melvin R. **Laird** directed the military departments to apply a Total Force concept to all aspects of planning, programming, manning, equipping and employing National Guard and Reserve forces. Then, as now, the U.S. Armed Forces were restructuring to meet the threat of a dynamic security environment while dealing with the economic realities of decreasing defense budgets. Secretary **Laird** reached the inescapable conclusion that increased reliance on National Guard and Reserve forces was a prerequisite to a cost-effective force structure.

In 1973, the **Department** adopted the concept as the Total Force policy, which recognized that all of America's military -- Active, Guard and Reserve -- should be readily available to provide for the common defense. Each succeeding Administration has emphasized this approach. The nation has benefited from the lower peacetime sustaining costs of reserve forces, compared to similar active units, that result in a more capable force structure for a smaller defense budget. Today, after 25 years, the Total Force concept has proven to be a clear and continuing success.

The Persian Gulf War (1990-1991) required the largest mobilization and deployment of the Reserve components since the Korean Conflict and was an important test of the integration of Active and Reserve components under the Total Force Policy. While regional dangers and other threats have replaced the global Soviet **threat**, the Total Force Policy remains the key to our nation's defense strategy.

Today, Selected Reserve units and individuals are prepared to deploy anywhere on the globe and rapidly integrate with active force operations as they did during the Persian Gulf War. Today the Guard and Reserve provide approximately 35 percent of the armed forces' capability, while costing only eight percent of the Department's budget. The Guard and Reserve are an excellent value.

The Future Starts Now

The Reserve components will continue to be a strong partner, performing key missions within the Total Force. By being accessible and mission-ready, they will enable the Department to reduce the risk associated with a smaller active force. The National Military Strategy will continue the requirement for highly trained and equipped combat-ready Reserve forces to ensure the nation's ability to fight and win. As resources continue to decline and the tempo of day-to-day military operations remains high, Reserve forces will continue to be a significant force multiplier.

The National Defense Authorization Act for Fiscal Year 1995 continued the downward trend in defense spending. As the Active components are downsized, the Reserve components are modifying their roles, changing missions and reducing their

forces as well. The capability, accessibility, affordability, and relevance of the Reserve components will be key to determining their functions, roles and missions and force structure. Also key will be our National Military Objectives.

The Reserve Components and National Military Objectives

Current National Military Strategy envisions flexible and selective engagement, involving a broad range of activities and capabilities to address and help shape the evolving international environment. Guarding against threats to ~~the~~ interests of the United States requires the appropriate use of **military** capabilities in concert with the economic, diplomatic, and informational elements of our national power. Our Armed Forces are engaged worldwide on a continual basis to accomplish two national military objectives: **thwarting** aggression and promoting stability.

Should war occur, our forces, in concert with those of our allies and friends, must be capable of defeating any potential adversary and establishing the decisive conditions which lead to long-term solutions. Substantial Reserve forces will be committed to combat and combat support missions early in any major regional contingency. To backfill Active forces elsewhere and to prepare for unforeseen contingencies, some Reserve component forces can expect to be mobilized immediately and to remain **on** active duty throughout the conflict, even though they are not directly involved in operations.

Promoting Stability in the Post-Cold War World

Under our strategy, we intend to use the daily, peacetime activities of the U.S. Armed Forces to help establish the conditions under which democracy can take hold and expand around the world.

Reserve forces can play an important role in the range of *non-combat* activities now undertaken by our Armed Forces to help promote stability. These activities demonstrate commitment, improve collective military capabilities, promote democratic ideals, relieve suffering, and in many other ways enhance regional stability. They include

- . Military-to-Military Contacts
- Nation Assistance
- . Humanitarian Operations
- . Counterdrug Operations
- . Peacekeeping and Peace Enforcement

Reserve Component Overview

Each of the seven Reserve components has experienced extensive restructuring in **light** of the changes required to **meet** the challenges of the post-Cold War era. A detailed report on each component can be found in Chapter Six. Here is an overview of the Army, Naval, Air and Coast Guard Reserve forces.

Army Reserve Forces

In the wake of the Bottom-Up Review in 1993, the Secretary of Defense announced a new plan to reduce, restructure and realign functions in the Army National Guard and Army Reserve, the nation's largest Reserve components.

Known as the Army Off-Site Agreement, it placed virtually all of the combat forces in the National Guard which maintained the principal mission of being prepared to provide a balanced force. That force is to provide combat and support forces trained for wartime, and capable of providing peacetime domestic emergency assistance. Today, the principal mission of the Army Reserve is to provide wartime combat service support (CSS) and a portion of the Army's combat support (CS).

The Off-Site Agreement recognized the core competencies of each of the Army Reserve components. This restructuring plan became an important aspect of the concept of "Compensating Leverage" or the use and shaping of the Reserve components to offset Active component reductions. This plan is important because it constitutes a five-year program designed to restructure the Army National Guard and Army Reserve in order to meet the dangers of the post Cold War world. The mix of combat, combat support and combat service support has been settled and the Army can move forward to "right-size" its total force in the post Cold war period.

As the new Reserve structure is realigned, end-strength in the Army's Reserve components will decline from 700,000 to about 575,000 by 1999.

Naval Reserve Forces

With the significant decline in the requirements posed by a large Soviet Navy, the Naval Reserve had many units that were no longer needed for regional contingencies. The restructured Naval Reserve will be smaller, more specialized, and more immediately effective in responding to a

wide range of potential operations. A demanding peacetime tempo of naval forces requires that most ships are manned by active duty crews. Ships placed in the Naval Reserve will be assigned roles and missions which will not require a high peacetime tempo of operations. For example, the Naval Reserve's role in mine warfare will be increased. Secondly, an aircraft carrier has been placed in Reserve status with a **full**-time crew to conduct training missions for Active and Reserve aviators and to be available for limited overseas deployments. Finally, a single Reserve carrier wing composed of Navy and Marine Corps squadrons has been created.

Maxine Reserve Forces

The Marine Corps Reserve has long been designed and structured to augment and reinforce expeditionary operations in distant regions. It is well suited to the challenges of the post-Cold War era and will not undergo significant change.

Air Reserve Forces

Necessary reductions have been, and still must be made by the Air National Guard and Air Force Reserve. But new and expanded roles and missions have also been assigned. For example, with the elimination of the Soviet long range bomber threat, the total number of interceptor squadrons and aircraft will be reduced. There have also been reductions in Air Reserve component fighter wings.

The Air National Guard has assumed responsibility for air defense of the United States. Air National Guard and **Air** Force Reserve units have assumed an increased

share of aerial refueling and airlift operations. B-52 bombers have been transferred to the Air Force Reserve and B-1 bombers have been transferred to the Air National Guard,

Both the Air National Guard and Air Force Reserve aggressively perform **short**-duration peacetime deployments overseas for purposes of training or to help reduce personnel demands on the Active force.

Coast Guard Reserve Forces

In 1995 the Commandant of the Coast Guard announced eight major goals for the Service. The Coast Guard Reserve's business plans are now based upon these goals and the Reserve has begun implementing the changes they require.

By the end of 1995, the Coast Guard Reserve had transitioned approximately 90% of its Selected Reserve from a Reserve unit command structure to an integrated field organization. This involves transfer of Reserve units personnel and equipment to Active commands. District Reserve staff support organizations were disestablished and their functions integrated into the Coast Guard's district administrative support staffs.

Also during 1995, three new Port Security Units (**PSUs**) were established. They replaced what were previously notional units that were only activated during exercises or a call-up. Two of the three units were moved to new sites to achieve better geographic balance and to take advantage of local training opportunities. PSUs are among the few remaining units that are commanded and staffed by Reservists and which both train and deploy as a unit. One is located on the West Coast,

one on the East Coast and the other on the Great Lakes.

All Coast Guard training, both Active and Reserve, has been consolidated into one simplified and cost-effective structure. A flag-level "**Office** of Reserve" at Coast Guard Headquarters was retained to be an advocate for both the Reserve component and the Reservist.

These changes are already paying readiness benefits. In recent emergency **call**-ups, the Coast Guard Reserve has surged rapidly. During non-surge periods, the Coast Guard Selected Reserve increased the rate of its direct support to Coast Guard operations from 66% in 1993 to nearly **97%** in 1996.